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FM AMEMBASSY SEOUL

TO SECSTATE WASHDC 5556

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SUBJECT: IMPLICATIONS OF KOREAN POPULATION GROWTH FOR U.S.
SECURITY AND OVERSEAS INTERESTS

REF: 75 STATE 301427

1. OUR RESPONSES ARE KEYED TO THE QUESTIONS POSED IN REFTEL.
 2. RE PARA 4 A, BASIC POPULATION POLICY: IN 1961 THE POPULATION OF THE REPUBLIC OF KOREA WAS 25 MILLION AND ITS POPULATION DENSITY ONE OF THE HIGHEST IN THE WORLD. IN THAT YEAR THE ANNUAL POPULATION GROWTH RATE WAS ABOUT 3 PERCENT WHICH WOULD CAUSE THE POPULATION TO DOUBLE EVERY 23 YEARS. MUCH OF KOREA'S ECONOMIC GROWTH WAS LOST TO POPULATION GROWTH RATHER THAN RAISING THE STARKLY LOW STANDARD OF LIVING. IN 1961 THE UNEMPLOYMENT RATE WAS 24 PERCENT AND PER CAPITA GNP WAS LESS THAN 80 DOLLARS.
 3. THE ROKG RECOGNIZED THE SERIOUSNESS OF THE POPULATION PROBLEM WHEN IN THE COURSE OF ESTABLISHING LONG-TERM ECONOMIC DEVELOPMENT PLANS IN 1961, IT CONCLUDED THAT POPULATION CONTROL PROGRAMS SHOULD BE ADOPTED IN ORDER TO ENSURE THE SUCCESS OF ITS ECONOMIC DEVELOPMENT PLANS AND TO PROTECT THE LIVES AND WELFARE OF MOTHERS AND CHILDREN. THUS, KOREA BECAME
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THE THIRD COUNTRY IN THE WORLD, AFTER INDIA AND PAKISTAN, TO ADOPT A NATIONAL FAMILY PLANNING PROGRAM.

4. THERE IS NO OVERALL LAW COVERING THE CONTROL AND LEGAL LIMITS OF THE FAMILY PLANNING PROGRAM. EXECUTIVE DECREES, CABINET DECISIONS ON ORGANIZATION, AND BUDGETS PASSED BY THE NATIONAL ASSEMBLY HAVE DETERMINED THE PROGRAM'S OPERATIONS. IN ANY CASE, KOREA HAS PURSUED FAMILY PLANNING WITH MUCH THE SAME PERSISTENCE AND ORGANIZATION AS IT HAS ECONOMIC DEVELOPMENT AND IN GROSS TERMS, WITH THE SAME SUCCESS. THE FIGURES TELL THE STORY (IN PERCENT OF POPULATION):

	1961	1975
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BIRTH RATE	4.2	2.4
DEATH RATE	1.3	0.7

(EMIGRATION, THOUGH PROMOTED BY THE ROKG, DID NOT CONSTITUTE A SIGNIFICANT FACTOR IN 1961 AND DOES NOT TODAY, NUMBERING 41,000 IN 1975.)

5. GOVERNMENT ACTIONS WHICH HAVE BEEN SIGNIFICANT TO THE PROGRAM HAVE INCLUDED REMOVAL OF BARRIERS TO IMPORTATION AND LOCAL MANUFACTURE OF CONTRACEPTIVES, THE MATERNAL AND CHILD HEALTH LAW WHICH LEGALIZED ABORTION, TAX REGULATIONS LIMITING THE NUMBER OF EXEMPTIONS TO THREE CHILDREN, AND TO A LESSER EXTENT, THE PRIME MINISTER'S DIRECTIVE REQUIRING CLOSER COOPERATION AMONG THE VARIOUS MINISTRIES IN ADMINISTERING FAMILY PLANNING PROGRAMS.

6. IN 1963 THE PRIME MINISTER ISSUED AN INSTRUCTION TO ALL MINISTRIES ORDERING THEM TO COMPILE LONG-RANGE FAMILY PLANNING PLANS AND TO INCLUDE THEM IN THEIR OWN ACTIVITIES IN LINE WITH THE NATIONAL PROGRAM. THE INSTRUCTION ALSO ESTABLISHED THE POPULATION POLICY COUNCIL COMPRISED OF THE VICE MINISTERS IN MINISTRIES ERELATED TO POPULATION AND FAMILY PLANNING. IT WAS

PLACED UNDER THE CONTROL OF THE DEPUTY PRIME MINISTER FOR THE SUPPORT OF THEIR PROGRAMS AS ONE OF THE PRIORITY PROJECTS AMONG GOVERNMENT PROGRAMS. HOWEVER, THE IMPACT OF THIS INSTRUCTION DID NOT LAST LONGER THAN A FEW YEARS. BECAUSE THE LIMITED OFFICIAL USE
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PROGRAM WAS CONCEIVED PRIMARILY AS ONE TO PROVIDE MEDICAL SERVICES AND BECAUSE THE BIRTH RATE WAS DROPPING, BROAD MINISTERIAL PARTICIPATION AND ATTENTION TO PROGRAM DETAILS DECLINED AS TIME PASSED.

7. THERE WAS ALSO ESTABLISHED BY CABINET ORDER A FAMILY PLANNING ADVISORY COMMITTEE, COMPRISED OF PROFESSORS AND GOVERNMENT OFFICIALS, UNDER THE VICE MINISTER OF HEALTH AND SOCIAL AFFAIRS. HOWEVER, THE PURPOSE OF THIS COMMITTEE IS PURELY TO PROVIDE ADVICE AND SUGGESTIONS TO THE MINISTER OF

HEALTH AND SOCIAL AFFAIRS; IT HAS NOT BEEN PARTICULARLY WELL

UTILIZED.

8. PRIMARY RESPONSIBILITY FOR ADMINISTERING THE FAMILY PLANNING PROGRAM HAS COME TO REST WITH THE MINISTRY OF HEALTH AND SOCIAL

AFFAIRS. THE MINISTRY OF HOME AFFAIRS HAS ASSISTED IN THE PROGRAM BY INSTRUCTING LOCAL GOVERNMENTS TO ADD PERSONNEL AND MATCH FUNDS FROM THE CENTRAL BUDGET. RESPONSIBILITY FOR SEEING THAT TARGETS ARE MET LIES WITH THE COUNTY AND TOWNSHIP CHIEFS, A FACT WHICH ENCOURAGES LOCAL CIVIL SERVANT SUPPORT

FOR FAMILY PLANNING.;

9. DESPITE OVERALL SUCCESS SOME FAMILY PLANNING PROFESSIONALS HAVE BEEN CRITICAL. IN TERMS OF BUREAUCRACY, THEY CONCLUDE THAT THE FAMILY PLANNING PROGRAM SUCCEEDS IN SPITE OF IT. ALTHOUGH THE NATIONAL FAMILY PLANNING PROGRAM HAS BEEN CARRIED OUT UNDER THE DIRECTION OF THE MINISTRY OF HEALTH AND SOCIAL AFFAIRS, UNITY OF COMMAND HAS NOT BEEN SUFFICIENT TO ACHIEVE THE PROGRAM'S GOALS. THE OVERALL HEALTH PROGRAM HAS NOT RECEIVED THE SAME ATTENTION AS OTHER GOVERNMENT ACTIVITIES AND VARIOUS OTHER MINISTRIES ARE INVOLVED IN POPULATION MATTERS WHICH ARE NOT STRICTLY FAMILY PLANNING PROBLEMS. UNDER THE EXISTING GOVERNMENT STRUCTURE, THE MINISTRY OF HEALTH AND SOCIAL AFFAIRS CANNOT COMMAND THE SYSTEMATIC COORDINATION AND COOPERATION OF OTHER GOVERNMENT MINISTRIES IN SUPPORTING LIMITED OFFICIAL USE LIMITED OFFICIAL USE

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FAMILY PLANNING IN SUCH AREAS AS REVISING THE SCHOOL CURRICULUM ON POPULATION EDUCATION, INCREASING NATIONAL FINANCIAL SUPPORT, RECRUITMENT OF MORE FAMILY PLANNING WORKERS, OR ENCOURAGING PARTICIPATION AS PART OF THE NEW VILLAGE MOVEMENT.

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10. WITH LESS THAN COMPLETE BUREAUCRATIC EFFECTIVENESS, TO WHAT CAN KOREA'S SUCCESS BE ATTRIBUTED? IN SOME LARGE MEASURE, TO SOCIAL AND CULTURAL TRENDS THAT HAVE OCCURRED WITH RAPID ECONOMIC DEVELOPMENT OR HAD ALREADY EXISTED IN KOREAN SOCIETY. THESE HAVE BEEN TRANSLATED INTO FAVORABLE KOREAN VALUES AND ATTITUDES. FAMILY LIMITATION IS OBVIOUSLY IMPORTANT AFTER A CERTAIN NUMBER OF CHILDREN AND IS WIDELY ACHIEVED BY WHATEVER METHOD IS EFFECTIVE, INCLUDING ABORTION. IN SUM, THEN, KOREANS HAVE BEEN RECEPTIVE TO FAMILY LIMITATION.

11. 4 B. ASSESSMENT OF PROGRAM: IN 1963 THE MINISTRY OF HEALTH AND SOCIAL AFFAIRS FORMULATED A TEN YEAR PLAN FOR FAMILY PLANNING PROGRAMS WHICH INCLUDED NATURAL INCREASE RATE TARGETS OF 2.5 PERCENT BY 1966 AND 2.0 PERCENT BY THE END OF 1970. RECENTLY, TARGETS OF 1.6 PERCENT BY 1976 AND 1.3 PERCENT BY 1981 HAVE BEEN SET. THE ESTIMATED POPULATION GROWTH RATE IN 1975 WAS 1.7 PERCENT.

12. DURING THE FIRST TEN YEARS OF THE PROGRAM THERE WAS A 30 PERCENT DECLINE IN FERTILITY. OF THIS DECLINE, 12 PERCENTAGE POINTS WAS ATTRIBUTED TO THE RISING AGE AT MARRIAGE, 7 PERCENTAGE POINTS TO ABORTION, AND THE REMAINING 11 PERCENTAGE POINTS TO THE USE OF CONTRACEPTIVES.

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TIVES. THOUGH DIFFICULT TO ESTABLISH COMPLETELY, THERE IS GOOD EVIDENCE THAT THE ROKG FAMILY PLANNING PROGRAM HAS HELPED DIRECTLY TO REDUCE THE BIRTH RATE, BUT MUCH OF THE SUCCESS IS OBVIOUSLY ATTRIBUTABLE TO FACTORS HAVING NOTHING TO DO WITH THE PROGRAM.

13. IN THE THIRTEEN YEARS BETWEEN 1962-1974 ABOUT 13.2 BILLION WON WAS SPENT ON FAMILY PLANNING PROGRAMS, DURING WHICH TIME AN ESTIMATED 2,550,000 BIRTHS WERE AVERTED DIRECTLY DUE TO THE FAMILY PLANNING PROGRAM. ACCORDINGLY, ABOUT 5,200 WON (\$10.72) WAS SPENT FOR THE PREVENTION OF ONE BIRTH. ACCORDING TO A STUDY DONE BY YONSEI UNIVERSITY IT IS ESTIMATED THAT THE SAVINGS RESULTING FROM THE PREVENTION OF THESE BIRTHS RESULTED IN BENEFITS 82 TIMES GREATER THAN THE INVESTMENT. AS THE PROGRAM BECOMES MORE EFFECTIVE THE BENEFITS SHOULD INCREASE.

14. THE KOREAN GOVERNMENT CONTINUES TO GIVE THE POPULATION PROGRAM HIGH PRIORITY. THE NATIONAL ASSEMBLY THIS YEAR PASSED AN APPROPRIATION OF WON1,858,825,000 (\$3,856,500) OR 58 PERCENT HIGHER THAN LAST YEAR. WITH THE PROVINCIAL GOVERNMENT BUDGETS INCLUDED, GOVERNMENT EXPENDITURE BECOMES ABOUT \$6,000,000. THE INCREASES IN THE BUDGET THIS YEAR WILL GO FOR ADDITIONAL FIELD PERSONNEL, AND INCREASES CONTRACEPTIVE SERVICES, INCLUDING STERILIZATIONS AND ABORTIONS. IMPROVED SERVICE EVALUATION DATA ARE EXPECTED TO CONVINCE THE NATIONAL ASSEMBLY OF THE NEED FOR FURTHER INCREASES IN SUPPORT OF MORE RELIABLE METHODS OF FAMILY PLANNING. THE ROKG IS AWARE OF THE RAPIDLY DWINDLING FOREIGN ASSISTANCE AND IS BEGINNING TO PLAN FOR ITS EVENTUAL TERMINATION.

15. THE KOREAN FAMILY PLANNING PROGRAM HAS BEEN RELATIVELY SUCCESSFUL AND MANY BELIEVE THAT SOCIO-ECONOMIC TRENDS WILL CONTINUE TO REDUCE THE BIRTH RATE. NEVERTHELESS, MUCH COULD STILL BE DONE TO MEET THE ROKG'S GOALS. THE CHILDREN OF THE POST-KOREAN WAR "BABY BOOM" ARE ENTERING THE FERTILE AGE GROUP, THE RISING AGE AT MARRIAGE SEEMS TO BE LEVELING OFF, THE TRADITIONAL BOY PREFERENCE PERSISTS, THE RISE IN THE NUMBER OF ABORTIONS WILL PROBABLY LEVEL OFF, LIMITED OFFICIAL USE

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AND THE CONTRACEPTIVE CONTINUATION RATE REMAINS LOW. HOPEFULLY, USAID'S CURRENT EFFORTS TOWARD PROVIDING READILY AVAILABLE STERILIZATION SERVICES WILL HAVE A SIGNIFICANT IMPACT ON LOWERING THE POPULATION GROWTH RATE FURTHER. HOWEVER, IN ORDER TO REALIZE THIS GOAL, WE CONCLUDE THAT THE CONTINUED SUPPORT OF AID INTERMEDIARY AGENCIES WILL BE NEEDED FOR SOME TIME AFTER THE PHASE-OUT OF DIRECT USAID BILATERAL ASSISTANCE IN 1976.

16. WE JUDGE THAT PRIVATE INTERMEDIARY GROUPS SUCH AS IPPF AND THE POPULATION COUNCIL (NEW YORK) HAVE GENERALLY BEEN MORE EFFECTIVE IN PROVIDING SUPPORT THAN MEMBERS OF THE UNITED NATIONS SYSTEM. THE IPPF SHOULD BE

ENCOURAGED TO GIVE PRIORITY TO PPFK'S ACTIVITIES
RELATED TO THE PROVISION OF SERVICES AND TO DECREASE
SUPPORT FOR INFORMATION AND EDUCATION ACTIVITIES WHICH
HAVE CONSUMED MOST OF PPFK'S RESOURCES IN THE PAST.
AID/W SHOULD BE ASKED TO CONSIDER PROVIDING SUPPORT TO
THE POPULATION COUNCIL (OR OTHER APPROPRIATE INTERMEDIARY)
TO PROMOTE RESEARCH AND EXPERIMENTATION ON INCREASED
PRIVATE SECTOR INVOLVEMENT IN THE FAMILY PLANNING PROGRAM.
IT SHOULD ALSO BE ASKED TO CONTINUE SUPPORT FOR INNOVATIVE
CONTRACEPTIVE SERVICE PROJECTS PROPOSED FOR KOREA
BY SUCH U.S. INTERMEDIARIES AS FAMILY PLANNING INTER-
NATIONAL ASSISTANCE AND THE ASSOCIATION FOR VOLUNTARY
STERILIZATION. LIMITED AID SUPPORT WOULD ALSO BE
USEFUL FOR SPECIAL STUDIES PROPOSED BY KOREAN INSTITUTIONS
TO IMPROVE NATIONAL POLICIES OR PROGRAMS.

17. 4 C. IMPACT OF POPULATION GROWTH ON NATIONAL
DEVELOPMENT: GIVEN KOREA'S RAPID ECONOMIC DEVELOPMENT
SINCE 1962 AND THE REDUCTION IN POPULATION GROWTH, IT
CANNOT BE ARGUED THAT ITS POPULATION GROWTH WAS EXCESSIVE.
IT IS ONLY A TRUISM TO SAY THEN, THAT HAD ITS
POPULATION GROWN LESS RAPIDLY, PER CAPITA INCOMES WOULD
HAVE BEEN LARGER. IT HAS BEEN CLEAR FOR SOME YEARS THAT
KOREA WOULD BE A NET IMPORTER OF FOOD AT ANYTHING ABOVE
SUBSISTENCE INCOME LEVELS, SO THAT ITS POLICY HAS BEEN
TO DEVELOP EXPORTS IN ORDER TO BE ABLE TO PAY FOR ITS
FOOD. CONSUMPTION OBVIOUSLY LIMITS DOMESTIC SAVINGS,
BUT KOREA'S DOMESTIC SAVINGS HAVE GROWN RAPIDLY SINCE
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1962 AND ARE NOW CONSIDERED HIGH (PARTICULARLY IF
THE DEFENSE BURDEN IS ADDED ON THE GROUNDS THAT TH
RESOURCES WOULD OTHERWISE HAVE BEEN DEVOTED TO INVEST-
MENT, A CONCLUSION THAT IS MORE LIKELY TO BE TRUE IN
KOREA THAN IN MOST COUNTRIES). THE BALANCE OF PAYMENTS
IS STRONG ON THE BASIC ACCOUNT. MOST OF THE HIGH
CURRENT ACCOUNT DEFICITS IN THE LAST TWO YEARS HAVE
BEEN FINANCED WITH LONG-TERM MONEY, AND ARE ATTRIBUTABLE
TO THE COUNTRY'S HIGH RATE OF INVESTMENT.

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18. 4 D. THE IMPACT OF POPULATION GROWTH ON SOCIO-ECONOMIC DEVELOPMENT: POPULATION GROWTH HAS BEEN SWAMPED BY INTERNAL MIGRATION DURING THE LAST TEN YEARS. THE FARM POPULATION, WHICH WAS 56 PERCENT OF THE TOTAL IN 1963, HAD DROPPED TO 44 PERCENT IN 1973. IN ABSOLUTE TERMS FARM POPULATION DROPPED 4 PERCENT, WHILE NON-FARM POPULATION HAS BEEN GROWING AT A COMPOUNDED ANNUAL RATE OF 4.4 PERCENT. BOTH EMPLOYMENT AND UNEMPLOYMENT WHICH GROSSLY UNDERESTIMATES THE TOTAL RECORDED BY COMPARISON TO THE U.S. DEFINITION, DROPPED FROM 8.2 PERCENT OF THE ECONOMICALLY ACTIVE IN 1963 TO 4.1 PERCENT IN 1974 WHILE EMPLOYMENT HAS GROWN AT A COMPOUNDED ANNUAL RATE OF 3.83 PERCENT. SOCIAL SERVICES WERE AND STILL ARE GROSSLY INADEQUATE BUT FOR THE URBAN POPULATION IN PARTICULAR, HAVE IMPROVED GREATLY. LITERACY IS CLOSE TO 100 PERCENT AND THE DEMAND FOR EDUCATION, WHICH IS VERY HIGH, HAS BEEN ADEQUATELY SUPPLIED. ON THE OTHER HAND, HOUSING HAS BEEN GIVEN LOW PRIORITY AND THE DEFICIT IS VERY HIGH IN THE CITIES.

19. 4 E. ENVIRONMENTAL IMPACT: DESPITE POPULATION GROWTH, THE COUNTRYSIDE HAS BEEN REFORESTED AND THE LAND RESTORED. ON THE OTHER HAND, POLLUTION OF WATER AND AIR ARE SERIOUS AND GROWING PROBLEMS IN THE INDUSTRIALIZED URBAN AREAS. NEVERTHELESS, THE ROKG SEEMS TO BE PREPARED TO DO WHAT IS NECESSARY TO AVOID THE WORST CONDITIONS THROUGH REGULATION. THE ROKG SEES POLLUTION AS THE INEVITABLE PRICE OF GROWTH,
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HOWEVER, AND WOULD BE UNWILLING TO SACRIFICE THE LATTER AT THE PRESENT STATE IN ITS DEVELOPMENT. IN ANY CASE, IT IS NOT PERCEIVED (CORRECTLY, WE THINK) AS A PROBLEM WHICH CAN BE SOLVED BY MORE FAMILY PLANNING.

20. 4 F. POLITICAL AND STRATEGIC CONSEQUENCES. GIVEN THE OUTSTANDING PERFORMANCE OF THE KOREAN ECONOMY, IT WOULD BE VERY DIFFICULT TO ESTABLISH ANY SUCH CONSEQUENCES FROM UNCHECKED POPULATION GROWTH.

21. 4 G. COOPERATION WITH INTERNATIONAL ORGANIZATIONS AND OTHER DONORS: KOREA HAS RECEIVED SUBSTANTIAL SUPPORT FROM A WIDE RANGE OF FOREIGN DONORS SINCE THE POPULATION/FAMILY PLANNING PROGRAM WAS INITIATED. MOST DONORS BELIEVE THAT KOREA IS NOW FINANCIALLY AND TECHNICALLY CAPABLE OF CONTINUING THE NATIONAL POPULATION PROGRAM ON ITS OWN. ESPECIALLY IN VIEW OF THE DECREASING RESOURCES AVAILABLE TO MOST DONORS, MANY NOW FEEL CONSIDERABLE PRESSURE TO DECREASE SUPPORT FOR KOREA AND SHIFT PRIORITIES TO MORE NEEDY COUNTRIES. CERTAIN DONORS, INCLUDING USAID, BELIEVE NEVERTHELESS THAT LIMITED SUPPORT SHOULD BE CONTINUED FOR CERTAIN PROJECTS TO MAINTAIN A VALUABLE LEARNING RELATIONSHIP AND THUS TO SUPPORT IMPORTANT INNOVATIONS WHICH MIGHT BE REJECTED UNDER THE NORMAL BUREAUCRATIC PROCESSES CONTROLLING THE ROKG PROGRAM.

2. THE CURRENT MAJOR DONORS IN FAMILY PLANNING ARE THE UNITED NATIONS FUND FOR POPULATION ACTIVITIES, INTERNATIONAL PLANNED PARENTHOOD FEDERATION, AND AID. THE UNFPA PROGRAMMED \$1.6 MILLION FOR KOREA IN 1975 BUT MAY BE EXPECTED TO CUT ITS FUNDING SHARPLY WHEN THE CURRENT SUPPORT PLAN ENDS IN CY 1977. THE IPPF PROVIDED ABOUT \$1.5 MILLION IN 1975 TO FUND THE PLANNED PARENTHOOD FEDERATION OF KOREA. (AID PROVIDES ABOUT 40 PERCENT OF THE IPPF'S BUDGET.) AID PROVIDED \$350,000 IN 1975/76 TO SUPPORT FEMALE STERILIZATION ACTIVITIES. IT IS ESTIMATED THAT AT LEAST THIS MUCH HAS ALSO BEEN PROVIDED THROUGH U.S. INTERMEDIARIES FUNDED BY AID. IN ADDITION, 5,300,000 CYCLES OF ORAL CONTRACEPTIVES WERE PROVIDED BY AID DURING 1973-65. SPECIFIC BILATERAL AID ASSISTANCE FOR POPULATION AND FAMILY PLANNING WILL TERMINATE IN 1976 (CONSISTENT WITH U.S. POLICY TO PHASE OUT THE AID PROGRAM OVER THE NEXT FEW YEARS), BUT FAMILY PLANNING SERVICES ARE INCLUDED AS AN LIMITED OFFICIAL USE

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INTEGRAL PART OF THE AID \$5 MILLION HEALTH DEMONSTRATION LOAN PROJECT SIGNED LAST YEAR.

23. WE DO NOT SEE A NEED AT THIS TIME FOR LARGE-SCALE LOANS OR CAPITAL INPUTS BY IBRD, EXIM BANK, OR SIMILAR INSTITUTIONS. SMALL-SCALE FINANCIAL INPUTS WHICH MAINTAIN AN INFLUENTIAL EXISTING RELATIONSHIP, AS SUGGESTED ABOVE, WOULD HELP THE KOREANS TO KEEP ABREAST OF CHANGES IN FOREIGN TECHNOLOGY AND SOCIAL DEVELOPMENTS RELATED TO POPULATION AND ENCOURAGE CONTINUED INNOVATION IN THE PROGRAM AT HOME.
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